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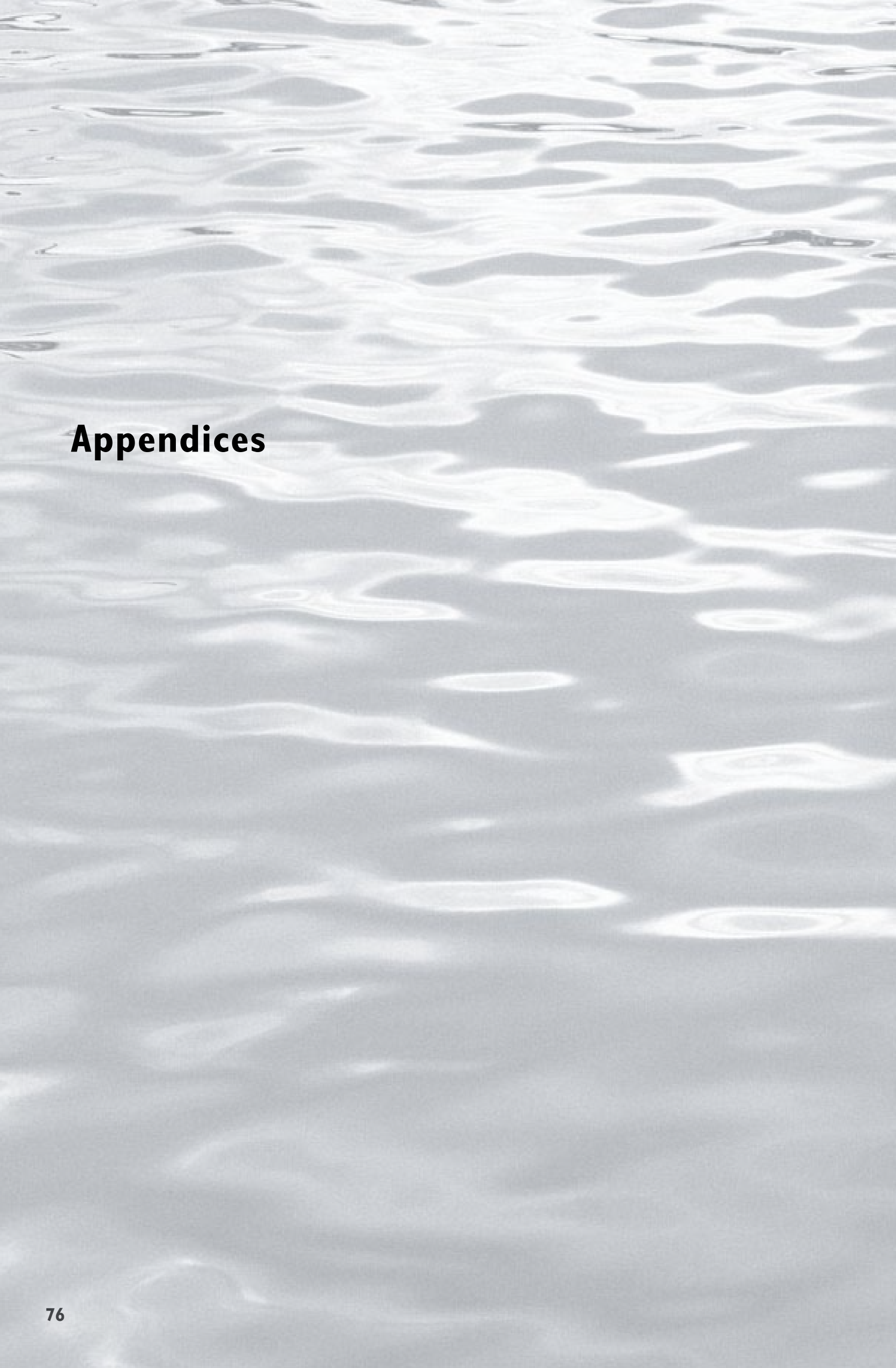
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# Appendices



## ***Appendix I: Overview of Central Waterfront Plan Background Report***

The Central Waterfront Background Report was developed by Department of Planning and Development staff in preparation for waterfront planning over the next couple of years. The Background Report was the first step in the waterfront planning process meant to acquaint elected officials, agency staff, waterfront stakeholders and other interested persons with the existing conditions, plans, policies, regulations, issues and conflicts on the waterfront. The following provides an overview of each section of the Background Report:

### **Current Plans, Policies, and Regulations**

The City has a strong planning framework that articulates a vision for the downtown waterfront, and for linking the area to adjacent neighborhoods. However, changing circumstances have made it necessary to revisit this vision to ensure its relevance. The City's detailed plan for the waterfront, the Harborfront Plan 1987, is showing its age, and needs to be updated. Activities on the waterfront and the function of adjacent upland areas have changed over the years; in some instances, quite dramatically. And now, the need to address the Alaskan Way Viaduct and Seawall has introduced possibilities for the future of the waterfront that were never before considered feasible.

In the Harborfront Plan, the City recognized that the Alaskan Way Viaduct is a major barrier between downtown and the waterfront and has negative impacts on the quality of the pedestrian environment that can be created along the waterfront. But the City went ahead with the vision of a public promenade on the waterfront anyway, and with a few exceptions, moved forward with plans in spite of and undeterred by the Viaduct. Current plans and policies viewed the Viaduct as a given—direction for treating surface roads reflected the assumption that it would remain in place to accommodate traffic through the area. This assumption -- that the Viaduct would remain and continue to present its own obstacles and opportunities for the future of the area -- affected decisions about what should happen within adjacent shoreline and upland areas, influencing everything from zoning to sub-area plans.

### **Natural Conditions**

Seattle's Central Waterfront is the place where two worlds come together—the surface world of dense urban development and human activity hugging the hillsides, and the hidden, underwater world of Elliott Bay that supports the equally complex activities of its diverse marine population. While the shoreline is often regarded as a hard edge separating the two worlds, in reality it is an area of transition, where the surface and water worlds interact.

Efforts by Seattle's early settlers to adapt the shoreline environment to the needs of the pioneer city dramatically altered natural conditions. Hilltops were regarded and tidelands filled, reshaping the shoreline to accommodate the functions of a bustling port and industrial center. At a time when most of the region was wilderness and natural resources plentiful, there was little regard for the environmental consequences of these actions.

Today, addressing the changing functions of the Central Waterfront at a time of increased environmental awareness and concern provides the opportunity to rectify some of the environmental damage of these past actions and to promote a more ecologically sound environment in the future.

### **Land Use**

The Central Waterfront planning area encompasses a corridor extending roughly two miles along the shoreline edge of the Center City--paralleling Alaskan Way from South Atlantic Street to Myrtle Edwards Park. The current shoreline is characterized by a strong north/south linearity, with historic finger piers set in a southeast/northwest alignment against the seawall, giving the area its unique physical character. With spectacular views of Elliott Bay and the Olympic Mountains, and the planned replacement of the Alaskan Way Viaduct, the area possesses major opportunities for redevelopment, as well as significant physical constraints.

In addition to the shoreline portion, the planning area also extends inland to include areas that would most likely influence or be influenced by conditions in the shoreline environment. Although physically close, the Central Waterfront has always been somewhat isolated from the abutting Downtown area, due to both the specialized nature of its function and the physical separation created by topography and built features like the railroads and Alaskan Way Viaduct.

The function and the activities of the Central Waterfront have always been in flux. During its earliest stages of development, the area not only accommodated Seattle's port functions, but also most of the city's distribution and industrial activity. As the city grew, these early activities sorted themselves out. Some uses relocated to other areas more conducive to their growth and expansion, while other specialized functions dependent on shoreline access remained, dominating the area during different phases of its evolution. Inland areas adjacent to the waterfront were once occupied by "back-up" uses supporting waterfront activities,



such as wholesalers, produce warehouses, canneries, shipping offices, and manufacturing. As Downtown became more intensely developed, these areas gradually began to accommodate uses more oriented to the larger Downtown than the waterfront environment they originally served. Today, housing is increasingly becoming a significant component of the mix in these areas.

This section of the Background Report examines the different activities that now define the current functions of the Central Waterfront, and their relationship to the surrounding environment. The planning process for the Central Waterfront Plan represents an opportunity to make choices regarding the future development of the waterfront. Evaluation of the current mix of activities, functions and recent development history suggests a number of important land use trends and issues for consideration in this planning process. Below these issues and trends are summarized:

**Land Use Trends**

***Increased Development Intensities in Upland Areas***

Upland areas have experienced significant increases in residential and employment densities. This is especially true in the Belltown area where an unprecedented amount of residential development has occurred over the past decade. More detailed information of these changes is provided in the Economic Conditions section of the Background Report.

***Increased Open Space and Public Access Use Along Shoreline***

In recent years, a significant share of the new uses developed and planned for the waterfront have been related to public access and open space. Chief among these are the Bell Street Marina and public access amenities, the proposed Olympic Sculpture Park, and the proposed expansion of the Seattle Aquarium and reconfiguration of the Waterfront Park.

***Limited Redevelopment Opportunities Along Shoreline***

With the recent wave of development on the western edge of Belltown, including the proposed Olympic Sculpture Park, and various constraints on development elsewhere, both regulatory and otherwise, opportunities for major changes in the pattern and intensity of development in the study area are limited.

***Viaduct Replacement Impacts***

The potential replacement of the Viaduct will increase the attractiveness of abutting sites for renovation or redevelopment, and/or provide opportunities for new uses in the area.

***Potential Land Use Influence Areas***

Conditions on the waterfront will likely to continue to have an influence on upland areas. Increasing the area’s accessibility and attractiveness as an amenity will likely promote certain types of uses and spur redevelopment in adjacent areas. Some areas, like Pioneer Square, that aren’t constrained by topographic barriers, could potentially benefit most from positive changes in the waterfront environment.

**Land Use Issues**

***“Working Waterfront” Concept***

What will define the future character of the “working waterfront?” While waterborne passenger travel remains a vital use in the area, other water dependent activities are gone in most areas and will not likely return. Public access and open space is also becoming a predominant function of the area. Terminal 46 remains as a major container cargo handling facility, but its long term future is uncertain. What is the appropriate concept of a working waterfront for this century?

***Relationship Between Shoreline and Upland Areas***

In recent years, there have been substantial increases in the employment and residential densities of Downtown areas abutting the waterfront. What implications do these changes have for the future use and character of the shoreline area? How should the future waterfront respond to these changes?

- Preservation versus Redevelopment/Increased Development Intensities

The Central Waterfront study area includes a wealth of architectural and historic resources, including two historic districts, the Pike Place Market and Pioneer Square, numerous landmark structures, and a historic character area that includes most of the remaining pier



structures. Current zoning already allows development that exceeds the height, bulk and density of much of the development that establishes the existing character of the area. On the other hand, a much higher intensity of development than what currently exists could be achieved through infill and more intensive use of existing structures, especially in areas like Pioneer Square. What is the appropriate balance between actions to maintain these resources and actions to achieve other development objectives, such as increasing development intensities in the area?

- **Consistency Between Regulations and Development Objectives**

Do current zoning and shoreline designations accurately reflect desired development conditions and priorities in the areas where they apply?

### **Transportation**

The Central Waterfront has historically served the city as a transportation hub for port activity, as well as a corridor for moving goods and people through the region. The area continues to accommodate a great diversity of transportation modes. Waterborne passenger travel facilities still operate at the Washington State Ferry Terminal at Colman Dock, the Victoria Clipper dock at Pier 69, and the Bell Street Cruise Ship Terminal at Pier 66. The Port of Seattle operates a container cargo handling facility at Terminal 46. Alaskan Way, originally Railroad Avenue, was once the major rail corridor connecting the city's port to the transcontinental rail network. Although railroad operations were discontinued along the Central Waterfront south of Bell Street in 1986, the Burlington Northern mainline emerges from the portal of the downtown railroad tunnel near Stewart Street, continuing northward to Interbay. The waterfront streetcar operates today on original railroad right-of-way along Alaskan Way from Main to Broad Street. The Alaskan Way Viaduct is a regional vehicular route for through traffic that also provides access to downtown, and a network of surface streets accommodates local access and circulation. Bicycle and pedestrian trails are also popular and heavily used in the area.

### **Economic Conditions**

The Central Waterfront Planning Study Area includes almost 300 acres of parcel area: 146.4 acres are inland east of Alaskan Way and 129.7 acres (including submerged land) are on the shoreline west of Alaskan Way. There are a little over 5,000 housing units and 16.4 million square feet of commercial space in the study area. Of the 5,000 housing units, about 2,700 are in the portion of the study area within Belltown, 1,800 are in the Commercial Core portion, and 500 in Pioneer Square. As of the year 2000, the area had 5,774 residents and an employment population of approximately 38,000.

### **Urban Design**

Because of its setting and rich history, the Central Waterfront is perhaps Seattle's most dramatic location. It is the site of an ancient Native American settlement and the city's birthplace. Even in the course of Seattle's brief history, parts of the area have been rebuilt several times. With its current collection of piers, pier sheds and old warehouse structures, the area possesses a distinctive urban form and development pattern reflecting past functions. The arrival and departure of ferries, the presence of trains and trolleys, and the steady stream of traffic on the viaduct lends the area a kinetic character. The area is proximate to downtown, yet feels removed. It is a place of transitions—the transition between water and land, the natural and built environment, the open quiet of the bay and the bustle and congestion of the city, the more modest, fine-grained development from a century ago and the modern skyscraper city.

The identity of the area is shaped by these qualities, along with other physical characteristics, including the topography, the design and massing of buildings, the network of streets, the views in and out of the area, and the patterns of activity that occur here. Recognizing what defines the existing character of the Central Waterfront helps determine what essential qualities need to be retained or enhanced, and how the area can be artfully adapted to meet Seattle's future needs.

### **Urban Design Graphic Supplement**

The Urban Design Graphic Supplement is intended to support the Urban Design chapter of the Central Waterfront Plan Background Report. It provides a visual reference to many aspects of Seattle's Central Waterfront highlighted in the background report. Apart from a thorough street-by-street inspection of the entire waterfront area (which you are encouraged to do), the following collections of images may stimulate your thinking about how neighborhood moments, various tides of waterfront development, and past waterfront visions all play into our collective vision of Seattle's water edge.



Appendix II: Charette Recommendations Matrix

Tally ( at right) shows number of times an idea surfaced amongst the twenty-two team proposals.

	Waterfront Charrette Summary of Recommendations	
	Theme	Team Tally
1	Big Idea	
1.2	Waterfront as 'four-ply': pier, edge, urban shelf, and city face	1
1.3	Waterfront as place w/in the home - not front porch	1
1.4	Interventions into bay and into city rationalize and complete wtrfrnt	1
1.5	The healthy bayshore plan: the waterfront as a collective heart space.	1
1.6	Envision a people-friendly, business-friendly, fish-friendly, eco-friendly waterfront for a 21st century city.	14
1.7	Create a vibrant, living edge between city and the bay	1
1.8	Nodes and voids connect people to destinations and markets	1
1.9	Knit neigh. to neigh., water to land, waterfront to downtown	2
2	Primary Focus Area	
2.1	Localized	
2.2	South Waterfront	
2.3	CBD Area Only	
2.4	North Waterfront	
2.5	Market Area	
3	Transportation	
3.1	Viaduct Option	
3.1.1	No Viaduct - suggested redistribution of civic funding throughout the waterfront area	1
3.1.2	Tunnel (cut/cover) - eliminate noise, pollution, and barriers to the waterfront	13
3.1.3	Local under bypass (stacked)	1
3.1.4	Views out into underwater Elliott Bay ('Fish-o-Vision')	1
3.1.5	2 lanes @ Alaskan Way (north of Pike/Pine)	3
3.1.6	Lid over Viaduct extended north of Victor Steinbrueck Park	8
3.1.7	Parking over full-tunnel option to accommodate influx of new activity	1
3.1.8	Both N- and S-Bound traffic under Western, w/ lid ov. R.O.W. @ 'Upper Alaskan Way'	1
3.1.9	Hybrid - N-bound traffic in tunnel along Western, S-bound in tunnel along Alaskan Way	2
3.1.10	Surface Only - continuous surface of waterfront adds legibility	
3.1.11	Boulevard treatment	4
3.1.12	"Urban pavilions" - 4 lanes traffic, bioswale medians, east edge built up	1
3.1.13	"Waterfront promenade" - 4 lanes traffic, bioswale medians, & lg cont open space along water	2
3.1.14	"Active boulevards" - intimate scale roadways (4 lanes max), wide developed median	1
3.1.15	"Waterfront festival parkway" from Sculpture Park to the Market	1
3.1.16	Design speed of 35 mph	1
3.1.17	Left turn refuges @ all intersecting streets	1
3.1.18	Tube/Bore from stadia to north of Mercer Street (2 @ 36')	1
3.1.19	Bike and pedestrian pathway from auto ferry @ south to Myrtle Edwards @ north	1
3.1.20	Viaduct Replacement - curvilinear trajectory as a "wonder rather than a wall"	1
3.1.21	"Alaskan Parkway" (ped-friendly boulevard)	3
3.2	Ferry Terminal Relocation	
3.2.1	T-46 North	4
3.2.2	create landmark structure containing ferry landing & Fire Station 5	1
3.2.3	T-46 South	2
3.2.4	Aligned w/ Yesler Way	2
3.2.5	Remains in existing location	
3.3	Ferry Terminal redevelopment	
3.3.1	Multi-use building (joint development)	7
3.3.2	Newer portions as shoreside facility for small water craft, public shower/restroom, restaurant	1
3.3.3	Establish as floating 'platform' further from shore	2
3.3.4	A university center analogous to Everett Station	1
3.3.5	Remove Piers 48 & 50 (to make way for expansion of ferry terminal)	1
3.3.6	Colman Dock as 'Grand Central Station'	3
3.3.7	Parking for terminal is located east of Alaskan Way (also serves new mixed-use devel.)	1
3.3.8	Pedestrian Ferry only, w/ better conn. To mid-town transit hub	2
3.3.9	Establish Colman Dock as 'world-class intermodal trans. Center'	4
3.3.10	Minimize auto 'stacking'	1
3.3.11	Parking @ ground floor of building	2
3.3.12	Structured parking on Colman Dock - no off-site staging areas	1
3.3.13	Extend terminal to 1st Ave, w/ multi-level pkg, passenger, & mixed-use space	2
3.3.14	Re-install clocktower @ end of Colman Dock - an icon of Seattle	2
3.3.15	Improve intermodal connections to inland transit hubs	2
3.3.16	Green roof over entire ferry terminal	6
3.3.17	"Festival Crescent/Neptune Tower" @ Colman Dock - multi-use revitalization	5
3.3.18	Separate traffic uses/arterials @ entry/exit of Colman Dock	1
3.3.19	Ferry terminal as dynamic waterfront environment: good shops, internet cafes, news kiosks, postal station,	1
3.4	Shipping	
3.4.1	Re-locate shipping @ T-46 to mouth of Duwamish	3
3.4.2	Keep shipping functions @ T-46 (but limit to south/southwest portions)	1
3.4.3	Create more efficient container movement/storage @ Boeing Field or Kent Valley	1
3.4.4	New BNSF tunnel from King St to West Denny/Alaskan Way West triangle	1
3.4.5	SR99 right-of-way exchange: Spokane to S. Holgate exchange for Elevated road ov. Colorado/Utah extending	1
3.4.6	Underground freight rail along waterfront	1
3.5	Cruise Ship Relocation	
3.5.1	Re-orient & re-develop, w/ sculptural form showcasing Seattle's role in Pacific Rim trade	1
3.5.2	T-46 North	1
3.5.3	T-46 South	5
3.5.4	T-90/91	1
3.5.5	Accommodate cruise ship traffic @ Pier 69 as well as Bell St Pier (66)	1
3.5.6	Retain (somewhere along waterfront)	2
3.6	Trolley	
3.6.1	Better connection to Seattle Center & South Lake Union	3
3.6.2	Double-track (both @ west side of southern Alaskan Way) - no exposed ballast	1
3.6.3	Increase connectivity between trolley and other modes of transit throughout waterfront corr.	1



3.6.4	Sheltered stops @ 2-block intervals	1
3.6.5	Broaden loop to include Eastlake, King St Station, stadium district and Royal Brougham	3
3.6.6	Re-route trolley along Western connects Myrtle Edwards, Pike Place Mkt, and Pioneer Square	1
3.6.7	Trolley barn @ intermodal passenger ferry (former Colman Dock location)	1
3.6.8	Trolley barn @ south end of T-46	1
3.6.9	Upgrade trolley to increase efficiency and ridership	1
3.6.10	Extend to south end of T-46	3
3.7	<b>Water jitney/taxi</b>	
3.7.1	Water taxi @ Washington St Landing & Pier 66	1
3.7.2	Stops at Interbay, Thomas St., Sculpture Park, Aquarium, passenger ferry, Pier 66, cruise ship terminal,	2
3.8	<b>Miscellaneous</b>	
3.8.1	Emphasis should be on innovative multi-modal mobility: jitneys, pedal-cabs, hillclimb assists	3
3.8.2	Monorail on the waterfront	2
3.8.3	"Integrated Light Rail" & Sounder commuter train along waterfront	1
3.8.4	Relocate/mitigate BNSF traffic north of tunnel	1
3.8.5	Belltown sections of Western & Elliott envisioned as 'elevated promenades'	1
3.8.6	Mitigate negative effects of BNSF presence @ north waterfront	2
3.8.7	Eliminate Viaduct from waterfront	22
3.8.8	1000' tower @ Broad & Alaskan Way w/ Victoria Clipper & parking @ base	1
3.8.9	Elevated Alaskan Way between stadia & T-46 w/ parking under	2
3.8.10	Commuter rail station @ Broad St	1
3.8.11	Western Ave one-way south & Alaskan Way one-way north (north of Pike/Pine)	1
3.8.12	Discourage new parking structures along Alaskan Way	1
3.8.13	People's Viaduct' (Elevated Greenway) - runs along CBD waterfront	1
3.8.14	Build pedestrian circulator to carry people from T-46 to King St Ctr/Monorail, and Ferry Terminal	1
3.8.15	"Sound Towers" @ Mercer, Broad, Lenora, Pike, Madison, & Jackson serve as regional bus hubs	1
3.8.16	Continuous bus line along Western Ave linking waterfront to upland transit	1
3.8.17	Surface traffic along waterfront is re-directed along Western Avenue	1
3.8.18	New commuter rail station @ Broad Street	1
3.8.19	Minimize vehicular traffic on Alaskan Way	6
4	<b>Environmental</b>	
4.1	<b>Water Quality</b>	
4.1.1	Stormwater filtration	9
4.1.2	Structured' kelp beds @ Colman Dock to purify runoff from queing and Alaskan Way	1
4.1.3	On 'green lid' over Viaduct spanning deep into the city	1
4.1.4	Bioswale connecting Myrtle Edwards Park to Waterfront Neighborhood	1
4.1.5	Smith Cove	1
4.1.6	Ecologically revealing stormwater treatment systems, incl check dams & constr wetlands	1
4.1.7	"Rain garden"/"marine riparian buffer" on top of entire length of new tunnel filters stormwater and	1
4.1.8	300 Foot habitat buffer between "Yesler Park" (T-46) and Alaskan Way South	1
4.1.9	Floating kelp forest in the middle of Colman Dock as biofilter to remediate first runoff	1
4.1.10	New devel. along Alaskan Way must address stormwater runoff, etc. with green roof	5
4.1.11	Constructed wetland	1
4.1.12	Replace contaminated pilings to prevent future water pollution	1
4.1.13	Bioswale along T-46	1
4.2	<b>Habitat Creation</b>	
4.2.1	Wetland	1
4.2.2	Shallow water	11
4.2.2.a	"Pioneer Point Cove" - allows water contact & naturalized beach	2
4.2.2.b	Recycle portions of Viaduct to create shallow water habitat along shoreline	1
4.2.2.c	T-48	2
4.2.2.d	"Occidental Island" - @ north end of T-46	1
4.2.3	Intertidal	
4.2.3.a	"Duwamish Cove" @ Pike Street Landing	1
4.2.3.b	Intertidal cove at the Edgewater Hotel	1
4.2.3.c	Myrtle Edwards Park	3
4.2.3.d	Aquarium (current site)	1
4.2.3.e	"Eelgrass terraces" @ Myrtle Edwards Park	2
4.2.3.f	"Yesler Cove" @ T-46	2
4.2.3.g	Olympic WATER sculpture park north of Pier 70 - w/ sunken sculpture to scuba dive on	1
4.2.3.h	T-46	6
4.2.4	Re-designed Seawall	
4.2.4.a	Create feeding, nesting & resting places for migrating salmonids	4
4.2.4.b	Breach seawall south of Pier 62 to allow for "intertidal resource	1
4.2.4.c	"Green Seawalls" - geotextiles & bank stabilization	1
4.2.5	Pocket beach	
4.2.5.a	Myrtle Edwards Park (canoe, kayak, bike, sailboat rentals)	1
4.2.5.b	"Habitat Hooks"	1
4.2.6	Larger beach	
4.2.6.a	Washington Street Landing	4
4.2.6.b	"The Spit" - cove at north end of T-46	2
4.2.6.c	New beach/shallow water habitat @ foot of "Union Steps"	1
4.2.6.d	"Growing Vine" Street reaches the water	2
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4.2.6.f	Located north of Edgewater Hotel	1
4.2.6.g	At Aquarium	3
4.2.7.h	Tide Pool	1
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4.2.7.j	"Interactive tide pools" @ Sculpture Park	1
4.2.8	"Fish/bug Islands"	4
4.2.9	Waterfront landing of Sculpture Park	4
4.2.10	Large scale green space woven into Central Waterfront	2
4.2.11	Create new shallow water habitat EAST of Alaskan Way @ T-48	1
4.2.12	Radically increase potential of "Growing Vine St" and its connection to the water	1
4.2.13	"Duwamish Bay Estuary" (40 acre) and "Yesler Park" (20 acre) @ T-46	1
4.2.14	300 Foot habitat buffer between "Yesler Park" (T-46) and Alaskan Way South	1
4.2.15	"Salmon Spirals" - re-designed pier pilings incorporate 'shelf' habitat	1
4.2.16	Spoils from Viaduct cut-and-cover installed on TOP of exist. Viaduct & new 'People's Viaduct	1
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4.3	<b>Habitat Restoration</b>	
4.3.1	Remove overwater coverage	
4.3.1.a	Pier 62	2
4.3.1.b	Terminal 48	3
4.3.1.c	Colman Dock	2
4.3.1.d	Pier 57	1
4.3.1.e	Pier 68 & 69	1
4.3.1.f	All piers along Central Waterfront	1
4.3.1.g	Miscellaneous overwater coverage removal	1
4.3.1.h	Pier 55	1
4.3.2	Redevelop pier platforms w/ elements conducive to 'light shed'	3
4.3.2.a	Separate piers from shore	8
4.3.3	Treat drainage ways as 'urban creeks'	2
4.3.4	Create meandering channels through former bulkeaded area @ south edge of Myrtle Ed. Park	1
4.3.5	Improve Upland habitat	5
4.3.6	Create "tidal channels" at Myrtle Edwards that mimic those historically found at Smith Cove	1
4.3.7	Introduce mix of habitat types: forest, shrubland, grassland	1
4.3.8	"Ecological Tool Box" strategy applied to area between Alaskan Way and location of tunnel	1
4.4	<b>Miscellaneous</b>	
4.4.1	Understand waterfront watershed as extending to ridgeline at 2nd Ave	1
<b>5 Urban Design</b>		
5.1	<b>Nodes</b>	
5.1.1	Must contain minimum of four uses: res., empl., recreational, retail, and educational	1
5.1.2	Pike Place Market, Ferry Terminal, and renovated piers are the waterfront's economic core	1
5.1.3	Two significant expansions of the city: @ foot of Pike Place Market, & @ T-46; Sculpture Park & Myrtle	1
5.1.4	Two important public green spaces: Olypmic Sculpture Park & "Angelines Cove" (@ T-48)	1
5.1.5	Four nodes: Belltown Terrace, Civic Place, Coleman Gateway, "Angeline's Cove"	1
5.1.6	Series of nodes and voids help merge Puget Sound to city of Seattle	1
5.1.7	Myrtle Edwards Park & "Yesler Cove" are "bookends to waterfront open space system	2
5.1.8	Nodes of integrated activities connected by promenade	1
5.1.9	Designed to include: native vegetation, stormwater management, and pedestrian contact	1
5.2	<b>Use/Function of Waterfront</b>	1
5.2.1	Retaining existing uses in existing locations	
5.2.1.a	Aquarium	
5.2.1.b	Existing Historic Piers	
5.2.1.b	Ferry Terminal	
5.2.1.c	T-46	
5.2.2	Changing function of waterfront at specific locations	
5.2.2.a	Aquarium	
5.2.2.b	Existing Historic Piers	
5.2.2.c	Ferry Terminal	
5.2.2.d	T-46	
5.3	<b>Connections</b>	
5.3.1	Uplands to waterfront	4
5.3.1.a	"Sound Towers" allow vertical connections & views from uplands to waterfront	1
5.3.2	Pike Place Market to waterfront	18
5.3.2.a	Green connection	4
5.3.2.b	Vertical aquarium	1
5.3.2.c	Gondola from Alaskan Way to Pike Place	2
5.3.2.d	"Hilltown" connection	3
5.3.2.e	Pavilion-like connection containing mixed-use development	1
5.3.2.f	Pedestrian bridge spans new development over BNSF tracks and Viaduct tunnel	1
5.3.2.g	Re-vision as 'urban experience' - populated w/ retail/mixed-use edges, grand stairs, extended Victor	5
5.3.3	Pike Place Market to Seattle Aquarium	6
5.3.4	Market to Library to SAM to Pioneer Square to sports arenas to Pacific Place	1
5.3.5	Establish 'festival walkway' along Alaskan Way from Sculpture Park to Atlantic	2
5.3.6	Pedestrian overpasses at Mercer, West Thomas, and Bell	1
5.3.7	Park-like esplanade along waterfront	2
5.3.8	Periodic open spaces along pedestrian-oriented boulevard	1
5.3.9	Seahawks Stadium to the waterfront via Railroad Avenue	1
5.3.10	"Royal Brougham Promenade" - connection from Safeco Field to water's edge	1
5.3.11	"Esplanade" along Alaskan Way north of Vine Street	1
5.3.12	Bioswale connects Myrtle Edwards Park to Central Waterfront	1
5.3.13	Slender bridge connects city to water & a small island 'perch' @ University Street	1
5.3.14	"Union Steps" provide graceful connection to waterfront	2
5.3.15	Install art elements along University St from Benaroya Hall to Pier 57	1
5.3.16	"Seneca Steps" between Western and 1st Ave	1
5.3.17	Close University Street between Western Ave and 1st Ave	1
5.3.18	Continuous bike/pedestrian link along entire Central Waterfront	1
5.3.19	"Civic Loop" created - Pike Pl. Mkt. to Aquarium, to Harbor Steps, to SAM, to Pike Pl. Mkt.	1
5.3.20	"Green corridors" at Clay, Vine, and Wall	1
5.3.21	"Ribbon of Green" (Alaskan Way promenade) - weaving waterfront sinuously into upland city	2
5.4	<b>Views</b>	
5.4.1	Remove Pier 55 for enhanced views	1
5.4.2	"Sound Towers" provide views @ key points along the waterfront	1
5.4.3	"People's Viacuct" elevates pedestrians to existing Viaduct levels to enjoy the views and walk along the	1
5.4.4	"Fish-o-Vision" - windows in cut-and-cover Viaduct tunnel permit views into bay	1
5.4.5	Vistas: Belltown, Pike Place Market, University Steps, Madison, Yesler	1
5.4.6	Remove portions of Pier 59 to restore view corridor	1
5.4.7	Monumental sculptural forms @ Colman Dock & in Elliott Bay near Sculpture Park to intensify views and	1
5.5	<b>Preservation</b>	
5.5.1	Re-vitalization of historic facades along Alaskan Way	1
5.5.2	Maintain water-dependent uses in piers	1
5.5.3	Retain 'working waterfront' character and uses where possible; retain cruise ship functions	1
5.5.4	Respect historic pattern and character of historic piers; when necessary, rebuild & allow for increased view	1
5.5.5	Adaptive re-use of Terminal 48 as neighborhood recreational facility	1
5.6	<b>Landmarks</b>	
5.6.1	Colman Dock as landmark @ Yesler Way axis - links to Pioneer Square neighborhood	2
5.6.2	Create "monumental vertical sculptural forms" to "intensify views and sense of place"	2
5.6.3	"Pike Island" (new home to Key Arena - 30,000 seats) and expanded marina (200+ slips)	1
5.6.4	"Totem Island" @ terminus of Broad Street - 1000' tower w/ new aquarium, Victoria Clipper dock, & relocated	1
5.6.5	Wayfinding "sound towers" (light beacons w/ vertical circulation to uplands; become transit hubs) at base of	1
5.6.6	Ferry terminal and 'signature parks' become iconic for identity of waterfront	1
5.6.7	Significant water freature terminates north end of Alaskan Way	1



5.7	<b>Design Character</b>	
5.7.1	Establish standards for design excellence for waterfront	1
5.7.2	Adopt a set of "universally applied design standards" to re-development of waterfront (see team report)	1
5.7.3	Create terraced buildings that allow solar exposure & avoid wall-like edge	1
5.7.4	Pencil' residential towers on block bases allow for ground-level green space	2
5.7.5	Discourage new parking structures along waterfront	1
5.7.6	Create waterfront development authority capable of maintaining vision, development framework, and	1
5.7.7	Establish east side of Alaskan Way as "café/merchant zone" (wide sidewalks, swings, awnings, heat lamps	1
5.7.8	"Duwamish Basin Park" - diverse habitat and recreation at T-46	1
5.7.9	Create new 'alley' along east side of mixed-use development along former Viaduct R.O.W.	1
5.7.10	Establish 20' min. 'salmon buffer' separating all overwater structures from shore/seawall	1
5.7.11	Extend view corridor req. to outer harbor line	1
5.7.12	Prohibit overwater parking	1
5.7.13	Pedestrian "causeway" @ edge of former T-46 - allows boats to pass under, multi-use fitness route,	1
5.7.14	Create "sacred places: places of nature, places for people, places of nature and people, places of continuity	1
5.7.15	Utilize "urban seams" (Stewart & Yesler) as opportunities for landmarks & open spaces	2
5.7.16	Increase presence of public art all along waterfront	2
5.8	<b>Miscellaneous</b>	
5.8.1	Provide weather protection for pedestrians	1
5.8.2	Easy access to public restrooms	1
5.8.3	Reinforce Aquarium as destination for cultural spillover from Pike Place Market - create ped. 'switchbacks' to	1
5.8.4	Floating docks	1
5.8.5	"Belltown Beach"	2
5.8.6	Provide informational kiosks educating visitors on: aquatic life of Puget Sound & history of maritime industry	1
5.8.7	Establish Harborfront Development Authority	1
5.8.8	Build on "Public Trust Doctrine" in preserving access & maritime commerce	1
6	<b>Open Space</b>	
6.1	<b>Water side</b>	
6.1.1	Floating docks along Alaskan Way bring people closer to water	
6.1.2	New green space on green roof over Colman Dock/ferry terminal	
6.2	<b>Distribution of Open Space</b>	
6.2.1	Nodal	
6.2.2	Linear	
6.3	<b>Character of Open Space</b>	
6.3.3	Grand	
6.3.4	Intimate	
6.4	<b>Land side</b>	
6.4.1	Increase green space by building 'pencil' residential towers	
6.4.2	Significant open spaces @ foot of Pike Place Market & T-46	
6.4.3	Create "fill hill" at south end of T-46 from spoils from Viaduct tunnel	
6.4.4	T-46 entirely devoted to active and passive recreation (regional appeal)	
7	<b>Neighborhood</b>	
7.1	Treat waterfront as distinct zones - customize solutions to each	2
7.2	Treat waterfront as neighborhood	3
7.3	Increase density to positively reinforce waterfront 'District 99'	1
7.4	Waterfront neighborhood as 'self-sustaining'	1
7.5	Establish 'magnet' middle or high school (science & marine biology focus)	2
7.6	Piers renovated to house neighborhood athletic facilities	1
7.7	Two significant expansions of the city: @ foot of Pike Place Market, & @ T-46	1
7.8	Create new 'waterfront neighborhoods' which add signature character to Seattle's skyline	1
7.9	Waterfront as 'mixed use' (incl. residential)	3
8	<b>Economic Development</b>	
8.1	<b>Terminal 46</b>	
8.1.1	HIGH intensity mixed-use devel. @ T-46	5
8.1.2	LOW density mixed-use incl. k-12 school, retail, & community service	1
8.1.3	Green spaces, quays, markets, housing, and new sports arena	1
8.1.4	Consolidate Port activity (increase efficiency) - move to mouth of Duwamish	16
8.1.5	Residential development @ T46 (5 fl +)	7
8.2	<b>Development along Alaskan Way</b>	
8.2.1	Residential development WEST of Alaskan Way + amend Shoreline Management Act	4
8.2.2	RESTRICT residential uses west of Alaskan Way	1
8.2.3	Residential development @ Central Waterfront (thin, high-rise)	3
8.2.4	Redevelop east face of Alaskan Way	7
8.2.5	Mixed-use development over north-bound cut-and-cover tunnel	2
8.2.6	Continuous underground parking along side north-bound tunnel (adj. to new development)	1
8.2.7	"Market in the Park" retail - devel. creates alley to east of buildings	1
8.3	<b>Planning/economic strategies</b>	
8.3.1	Tax Increment Financing (increase prop tax revenue)	1
8.3.2	Create "Urban Renewal Area" along waterfront	1
8.3.3	Create 'mitigation bank' (from Duwamish cleanup) to fund habitat creation projects	1
8.3.4	Work to establish 'strategic partnerships' between public and private sectors	1
8.3.5	Transfer Devel.Rights (TDR) to exchange res. along Western with watfrnt open space	1
8.3.6	Open space as 'central magnate for 21st Century investment'	1
8.3.7	Tolling; up-front private-sector investment & repay w/ bonding	1
8.3.8	Increase FAR along waterfront to 4 (in lieu of 2)	1
8.4	<b>Miscellaneous</b>	
8.4.1	Housing/mixed-use devel. On lid over Viaduct north of Pike Place Market	1
8.4.2	New development on piers: natatorium, community center, school	1
8.4.3	Install tidal generator to produce energy	1
8.4.4	Introduce high intensity mixed-use development on renovated piers throughout waterfront	1
8.4.5	Create 'Pike Island' (new Kev Arena, open air amphitheater)	1
9	<b>Implementation</b>	
	Reinforce "Public Trust Doctrine" - pres. nat. resources, public acces, and maritime commerce	
9.1	<b>Phasing</b>	
9.1.1	Phasing plan includes re-routing Viaduct to ease disruption and streamline construction	1
9.1.2	Incremental build-out of Waterfront Master Plan laid out in detail	1
9.1.3	Build-out of T-46 outlined graphically, gradually phasing out shipping on the terminal	1
9.1.4	Color-coordinated development timeline (see slideshow)	1



# Appendix III: Waterfront Advisory Team Letter, June 2005

June 9, 2005  
Diane Sugimura  
Director  
Department of Planning and Development  
City of Seattle  
700 5<sup>th</sup> Avenue #2000  
Seattle, Washington 98124

**Re: Waterfront Advisory Team recommendations on the Seattle Central Waterfront**

## 1) INTRODUCTION – STATEMENT OF PURPOSE

The Waterfront Advisory Team was convened in 2004 by the Department of Planning and Development to advise the city on preferred alternatives for inclusion in the Central Waterfront Concept Plan. For the past nine months, citizen volunteers have sifted through the results of the DPD Waterfront Charrette and other planning efforts. We have identified both the guiding principles and the necessary elements that we think serve to create a successful and vibrant waterfront. We have highlighted the controversial issues and the hard choices that will arise as this new waterfront takes shape. We have expanded the scope of our effort to include issues of governance, for it is clear us that the successful implementation of this plan over the course of time requires a strong and dedicated steward of the vision. We are pleased to submit the following recommendations. We urge that the Department of Planning and Development incorporate them into the draft Concept Plan and its associated planning tools to guide this immense civic effort that will require the energies of so many of our fellow citizens over the next 50 to 100 years and help make the lively waterfront we all dream of a reality.

## 2) WHAT IS A CONCEPT PLAN?

The Concept Plan is the framework guiding the phased development of the waterfront over a significant period of time. It is a set of overall guidelines and principles that will provide both structure and supporting tools for the governance group that will be the steward and the implementer of the vision. It is not a detailed master plan constrained by specific solutions and objects. It must be flexible enough to take advantage of opportunities that might arise over time and for intelligent changes midstream. It must encourage the testing of all of the diverse design options that fulfill the vision, but provide for a cohesive whole directed by the guiding tools. Specifically, this should involve determining the sites of major new public places (e.g., a new waterfront park) and setting parameters for the private development that will take place around these public spaces. In this way, design and chance will work harmoniously together.

The Waterfront Advisory Team looks with favor on the guiding principles for the waterfront adopted by the City Council in the Fall of 2004. These include:

- Access and connection.
- Balance and integration.
- Authenticity and identity.
- Destination and movement.
- Diversity and flexibility.
- Economic development.
- Environmental sustainability.

The Concept Plan embodies and advances these principles, which are noted in the following discussion of the details of the plan.

## 3) CORE VISION: THE “STRING OF PEARLS” CONCEPT

After the city’s Waterfront Charette, the DPD synthesized the results into four basic options. Our team recommends the “String of Pearls” option that imagines a necklace overlain along the length of the waterfront. The string of the necklace would be both a N-S pedestrian-oriented shore area and a fish migration corridor. The pearls represent the few thick and lively areas that concentrate many activities and extend E-W into the city. Each pearl is a catalyst, a generator, a focus of energy acting on and transforming the surrounding waterfront areas that string them together. By reinforcing the connection west to the water and east to the neighborhoods, they bring the city to the water and the water into the city, embodying the principle of **access and connection**.

**Grand Stairway and Central Waterfront public space.** This is the key pearl in the necklace. The Team heartily supports the concept of a grand public space that sweeps from Battery Street and Pike Place Market to the waterfront at the aquarium and dramatizes the abrupt descent from First Avenue to the shore. Other guidelines for this central pearl: Take advantage of a lid over the viaduct with grand or winding stairways, stepped terraces, sloping greenswards – whatever can provide a spectacular pedestrian equivalent of the current views we currently experience from the drive along the viaduct. Utilize the large amount of land in city ownership to create a grand public space or park at the shoreline that will provide the logical terminus to the descent. Put in a cove at the water’s edge. Revisit projects conceived before the viaduct removal was considered, like the PS-1 site and the aquarium and find brilliant ways to incorporate them into the over-arching design.



**Seattle Art Museum Olympic Sculpture Garden/Myrtle Edwards Park.** Another exceptional pearl that will create a compelling destination on the northern edge of the waterfront. The Sculpture Garden embodies the city's longtime commitment to public art and incorporates significant environmental benefit into the public realm. Discussions focused on the need to nurture a broader surrounding arts district like Pioneer Square, so that the Sculpture Garden will not be a lonely outpost and visitors to it will be drawn to related activities. Ideas included the facilitation of new gallery spaces and artist live/work housing—also the possibility of moving one of the historic piers into the vicinity to house such activities. Also discussed at the City Charette was the idea of extending the nearshore into the water by adding a long strip of sandy beach to Myrtle Edwards Park—a move that would surely energize the area adjacent to the Sculpture Garden

**Colman Dock / Terminal 48 Area.** The Team supports the efforts of Washington State Ferries (WSF) to develop an important and bustling destination at Colman Dock. We see this as an opportunity to create a landmark building (for instance the Sydney Opera House) that will function as an icon for the city and highlight one of its most regionally distinctive activities. We approve of the efforts to make the new ferry terminal into a community-gathering place including amenities such as cafes, restaurants, a market, a rooftop park, maritime history education, etc. The recent successful redesign of Grand Central Station along similar lines confirms this welcome trend. We urge WSF to adopt a system/terminal design that will not require a set of concrete holding lanes that will cut off the waterfront from the city. Multiple holding lanes will, for example, impede pedestrian movement to and from the waterfront.

Pioneer Square is our oldest neighborhood. Restoring its historic connection to the waterfront is vital. The pedestrian should experience the Colman terminal as the waterfront edge of the Pioneer Square community, not a separate neighborhood. Existing public facilities such as the Washington Street boat landing should be integrated into this 'pearl' in a re-energized manner. We have the opportunity to recapture a major historical moment, the origins of our city and its early experience by building a park, a "Heritage Park," at the site of Terminal 48. This park could include a quay, historic boats, and a natural beach and could serve as a southern anchor to match the northern Myrtle Edwards/SAM Olympic Park. The shallow bathymetry allows for a large beach at this site. Habitat should be restored in this area, extending and including the edge of Terminal 46 northwards along the newly built Colman Dock. Habitat in the nearshore zone (at least 35 feet wide) between the dock and the water's edge will create a significant natural element to the new structure.

#### 4) ELEMENTS OF CONTINUITY or THE STRING THAT BINDS THE PEARLS

Linking both the "pearls" and the connecting areas are a series of principles that need to operate over the entire waterfront and help bind it into a cohesive whole with the city. These are the elements of continuity. They overlap with the guiding principles adopted by the Seattle City Council. They are:

**Destination.** Transform a corridor to pass through into a place to hang out. Give our fellow residents new reasons to go there. Make it the first place someone thinks of for a rendezvous with a friend. Every proposed change must pass this fundamental litmus test. Does it make people want to hang out there? Does it give them opportunities and experiences they can't find in their own neighborhoods?

**Diversity, flexibility, balance, integration.** Make sure the waterfront is not all one thing. Use the land in multiple and layered ways. Mix dense pockets of urbanity with lush areas of green. Ensure that each area of the waterfront can be experienced in three or four different modes. Let our existing neighborhoods of the city extend their distinct spirit and character down to the water's edge and beyond. Incorporate habitat at the edge and extend it into the city.

**Authenticity and identity.** Anyone who walks on the waterfront should know instantly they are in Seattle and not anywhere else in the world. Our stunning natural setting and the vista of a working waterfront brings this point home. Add to this the maritime and cultural history and tribal heritage. Through commissioning of artwork and other deliberate design steps, this heritage can be integrated in a vital way. Incorporate heritage values into commercial spaces. Ivar's is an excellent example. Support of local business is a key factor in creating a feeling of authenticity and regional identity. The reliance on national chains is counter to this goal. If everywhere a tourist turns and looks, he or she sees the same stores that exist in their own cities, the attraction is diminished. The lessons of the Pike Place Market are crucial here. Many charette participants proposed extending the excitement and theatricality of the Market down to the water.

**Public Art.** Seattle is a pioneer in the support of Public Art. A Public Art Trail that extends from the Sculpture Garden to Pioneer Square offers an obvious way to highlight this tradition. Designated spaces along the trail can be livened up by the day-to-day work of artists who engage in activities that will draw in visitors. The construction period is a particularly fruitful time for imaginative programming. We must not just abandon downtown for ten years while machines construct a new reality. Each stage of work offers occasions for site-specific temporary performances and educational projects that can involve the whole community in the waterfront's transformation.

**Economic development.** It is not enough for city government to be a mere convener. It must articulate a strong vision and then encourage the elements of that vision through incentives and regulations. It must create opportunities for businesses, urban designers, and developers to partner with communities to bring this vision to pass. It must nurture the creative exception rather than mechanically applying rules, finding new ways to work with developers who are willing to provide community benefits. "Encourage" and "nurture" must be backed with commitment and action. This means providing infrastructure and addressing related needs such as open space, schools, and community centers.



#### 4) TRANSIT AND WATERFRONT ACCESS

Transportation issues have, until now, focused largely on getting through the Waterfront. Our discussions focused on getting to it, and once there, getting around on it. This is a no brainer. If we want a great destination, people will need good access.

**Transit Hub.** The city and the region must work together to create a multi-modal transit system with convenient hubs. The waterfront is obviously a vital hub. The use of smart cards should provides for easy transitions between all transit modes including ferry, bus, monorail, streetcar, train, and bicycle. This is essential in the intelligent incremental development of a city. We must all act to support the larger collective and design a system that works for the region. Private ferries, a fleet of water taxis, and other modes (rickshaws, jitneys) should play a role on the new Waterfront.

**Reconnecting All Neighborhoods with the Waterfront and Removing Barriers:** Remove the physical and psychological barriers. Create natural stopping points to inhabit the city as one descends from downtown to the water. It is important to anchor the southern end of the urban waterfront (including the stadium areas and SoDo), rearticulate and celebrate Seattle's origins, and reconnect the International District with its original location. This would also strengthen the Pioneer Square economy, giving an irregularity to the boundary between upland and waters edge while preserving a strong N-S axis of movement. Belltown must be reconnected to the waterfront in a deliberate and systematic way.

**Pedestrian Precinct and Cohabitation:** A major component of the plan must be the pedestrian experience. We challenge the standard assumptions regarding joint use by multiple modes. We need to find a way to integrate graceful cohabitation and avoid the impulse to separate uses driven by a history of fear. A continuous pedestrian way must be re-established along the western edge of the piers, a major thoroughway along the waterfront. It can be shared with service access. It must offer excellent connections to the neighborhoods, connections that are not just sidewalks but are activated, interesting, and with significant features incorporated for elderly walkers and the disabled. Maximize the available land with a commitment to joint use by multiple modes of travel with a decrease of emphasis on single occupancy vehicles. Multiple wide lanes, for example, do not create a human-oriented corridor.

**Access:** Access, in the broad authentic sense, can include:

**“Working Waterfront” Viewing.** Create places where one can sit and watch the working waterfront – the ferries coming in, the container ships being unloaded, etc.

**Water experience.** Ways to touch and experience Elliott Bay will reinforce the connection to the water and the power of the ecosystem. Beaches and lowered walkways, water features and water art should be part of the plan.

**Parking.** Parking must be removed to the east, behind the western façade of the waterfront. Provision for people with special needs and emergency vehicles is required.

**Wayfinding.** Current wayfinding (e.g., signs) is woeful. Use all the tools available to help understand the place.

#### 5) ENVIRONMENTAL RESPONSIBILITY

**Environmental sustainability.** Build in environmental values from the beginning, not as a mere add-on but as a central element of the design and visioning process. Our waterfront habitat gives Seattle its identity and the commitment to nurture it reflects our community values.

**Impervious surfaces:** As an extension of the city's values, it is vital that no-net increase in impervious surfaces occur on the surface of the waterfront to allow for green spaces and public amenities. Decrease it.

**Habitat.** Thirty percent habitat along the linear extent of the waterfront is a reasonable goal to support the many native species that exist in Elliott Bay, from fish to heron to harbor seals. Beaches (such as proposed at Terminal 48), pocket beaches, coves, rocky areas and softened shorelines will create needed nearshore habitat.

**Continuous fish migration corridor.** Millions of juvenile salmon emerge from the Duwamish River into Elliott Bay every year. We must provide a quality, if artificial, way for fish to migrate along the water's edge with shallow refuge areas, kelp beds, and food sources (native vegetation). Creative structures should be envisioned for the water's edge and along the piers.

**Stormwater runoff.** Stormwater runs untreated into Elliott Bay. The redevelopment of the waterfront allows for the opportunity to treat this water in rainwater gardens, cascading “creeks” and fountains, bioswales, and other innovative human- oriented ways that connect the city to the bay.

**Special Waterfront District.** Create a special Central Waterfront District (at the state level) that will allow for some development and environmental regulatory flexibility in a scenario that creates a net environmental benefit and also a human scale exciting dynamic space.

**Educational features and related artworks.** The dynamic nature of the waterfront, including stormwater runoff, creates an excellent condition for education. Further, artwork that deals with the environment is a particularly rich field. We have some excellent practioners in the region who bring critical thinking to projects associated with environmental aspects of the waterfront.



6) CONTROVERSIES AND TRADE-OFFS

Given the larger community debate and the diverse community representation on the Advisory Team, a number of issues inspired significant debate. Here are the major points at issue and a resume of some of our discussion and collective recommendations:

**Terminal 46.** Recognizing Port of Seattle’s goal to maintain current customers, the committee considered the short and the long-term use of Terminal 46. In the long term, the site may change to habitat, housing and/or commercial use, but in the near term, the site should remain as a container terminal. The economic goal is twofold: to have no net loss of operating capacity for the Port, but also to ensure that no changes are made now to the infrastructure that will preclude alternative future uses for Terminal 46. Examples include on-ramps, bridges, etc which should be developed to work both for current operations and future potential uses, such as pedestrian access from lower Pioneer Square and the Stadiums to Terminal 46.

**Habitat versus Urbanism.** The Team agreed that a tradeoff between a strong marine habitat and vital urban environment was not acceptable. The Team strongly urges an approach of respectful and responsible cohabitation. We believe this can be supported and will reflect the stated values of Seattle. The principle of commitment to habitat must be incorporated in all designs in a significant manner. For example, historic restoration and ecological restoration can be done in harmony and to mutual advantage. It shall be developed and implemented starting at the beginning of the project, resulting in quantifiable measures. An example of a quantifiable measure would be 30% habitat restoration along the waterfront.

**Piers.** The Team supports retaining the authentic and historic aspect of the piers. The pattern of the piers establishes the organizational and spatial structure of the waterfront. As a significant element of the waterfront, past, present and future, the Team understands the need for careful and considered study. But the Team also recommends building enough flexibility into the waterfront plan so that, if at all feasible, a given pier might be relocated elsewhere on the waterfront if it could provide a catalyst for more activity in its new spot—for example, near the Sculpture Garden. The question of altering the diagonal orientation of the piers to perpendicular was debated without clear resolution. Any pier reconstruction must be environmentally sensitive and creative with an environment net benefit.

**Streetcar Function and Location.** The Team supports the development of a real transit system along the waterfront in which the streetcar should play a significant role. Given the principle of reconnecting the neighborhoods to the waterfront, the Team discussed creating a streetcar network that would connect to other parts of downtown and the rest of the city. All possible locations for the streetcar should be studied.

**Location of Alaskan Way.** Location of roadway is a key element in making the waterfront work. Factors to be considered in this decision include location of utility, pedestrian and transit needs, environment and habitat needs and big design concepts. Making the decision on the basis of one factor, transportation, is to fail to meet the challenge that a great space demands.

7) STEWARD OF THE VISION – IMPLEMENTATION AND GOVERNANCE

As we stated in our introduction, we feel the need to create a new entity charged with coordinating efforts and implementing the vision—a focal point of strategic intelligence and oversight. Concretely, it is a person (or group of persons) who wakes up every day thinking only of what they can do to make the waterfront our next great civic place. It is unrealistic to lay this charge on civic officials or existing agencies whose multiply-focused work demands that they juggle a hundred other balls. A look at the diverse skills needed over the course of any mega-project will confirm this. These can include:

- Talking to bankers, bureaucrats, property owners, developers, architects, engineers, artists, contractors, community activists, and inspiring their trust.
- Squeezing money out of the federal government and obtaining mortgage commitments from financial institutions.
- Finding meaningful ways for the design community, non-profit groups, and the general public to participate in the process.
- Keeping an eye on the prize and recognizing new opportunities as they arise (for example, a parking lot that the city should acquire).
- Helping maintain public approval and bureaucratic momentum over a fifteen or twenty year period.
- Contracting for arts programming and performance to insure that the waterfront retains its humanity and identity during the construction process.

**Public Development Authority (PDA)/Public Facility District (PFD).**

The Team discussed the possibility of forming a waterfront public development authority (PDA) or public facility district (PFD) that would sustain itself for 15 to 20 years to shepherd the design and steward the vision for the waterfront. We believe the early implementation of such a structure to superintend long term phased development is essential to obtain the desired rich and vital waterfront. A PFD would be a municipal corporation with taxing authority approved by the voters within the district and would have authority to acquire and sell land and enter into contracts. This type of governing structure would be empowered to deliver infrastructure, incentivize desired activities and facilities, in addition to being able to respond with agility to the opportunities.



This governance structure requires both the full commitment of involved parties and sustained political and financial support. State and local legislation may be needed to form this authority but obtaining this is worth a major effort. Funding sources should include transportation funds, mitigation funds, grants programs, and major players such as the City, State and Port, as well as LID (local improvement district) self-taxing by businesses. With this in mind the form of governance must maximize the access and efficient use of funds. This is where the rubber hits the road.

**Waterfront Development Partners.**

As a transition to the new development district or authority, we recommend the creation of a Waterfront Partners Group to help push the process forward. We can capitalize on Seattle’s proven ability to galvanize people to accomplish a project. This group could include subcommittees to focus on areas such as:

- Overall concept/framework plan
- Resource Development/Legislation
- Governance
- Marketing (selling the waterfront vision to the public)
- Water’s Edge/Seawall
- Art/Historic/Maritime/Cultural elements
- Construction/phasing plan

**8) THE TRANSFORMATIVE MOMENT – A CALL TO ACTION**

One point cannot be stressed enough: the need to shake loose from old perceptions.

The need to continually re-imagine the waterfront—to really engage with it differently—is the most challenging and necessary part of the process before us. To simply replace a concrete runway with a green one, however lushly landscaped, would be to perpetuate the linear grid laid down by a misguided traffic decision of fifty years ago. We should work to reintroduce a feeling of sinuosity, of movement, of surprise into our new routes and promenades. We should celebrate the irregular boundary between upland and water’s edge, breaking up the rigid N-S axis by bringing water into the city and the city down to the water.

It is never a question of merely adding a new element here or preserving an old one there, but of creating in a simple and elegant way a place that will feel both familiar and totally new. If, at the end of the day, the people of this city don’t feel that the waterfront has been utterly transformed, we will not have seized to the fullest the opportunity before us.

This is a call to action. We have enjoyed working with you and your staff over the past nine months and we appreciate the major effort your department has made to involve the public in the waterfront planning process. Maybe only once in a hundred years does an opportunity like this come along. Act now and we have a chance to recreate the waterfront as our liveliest and most spectacular civic gathering space.

So here’s to a new waterfront with attitude and passion!

Sincerely,

Dick Hayes, Marine Transportation Association of Kitsap  
Elizabeth Conner, Artist  
Karen Daubert, Seattle Parks Foundation  
Kathy Fletcher and Heather Trim, People For Puget Sound  
Flo Lentz, Preservation 4Culture  
Melinda Miller, Port of Seattle  
Paul Niebanck, Community Planner Pioneer Square  
Paul Schell, Former Mayor, City of Seattle  
Greg Smith, Gregory B Smith Real Estate  
Barbara Swift, Swift and Company  
Herald Ugles, ILWU Local 19  
Philip Wohlstetter and David Yeaworth, Allied Arts



## Appendix IV: Development Capacity under Current Zoning

Zones within the Central Waterfront planning area are shown in Figure 6 and include:

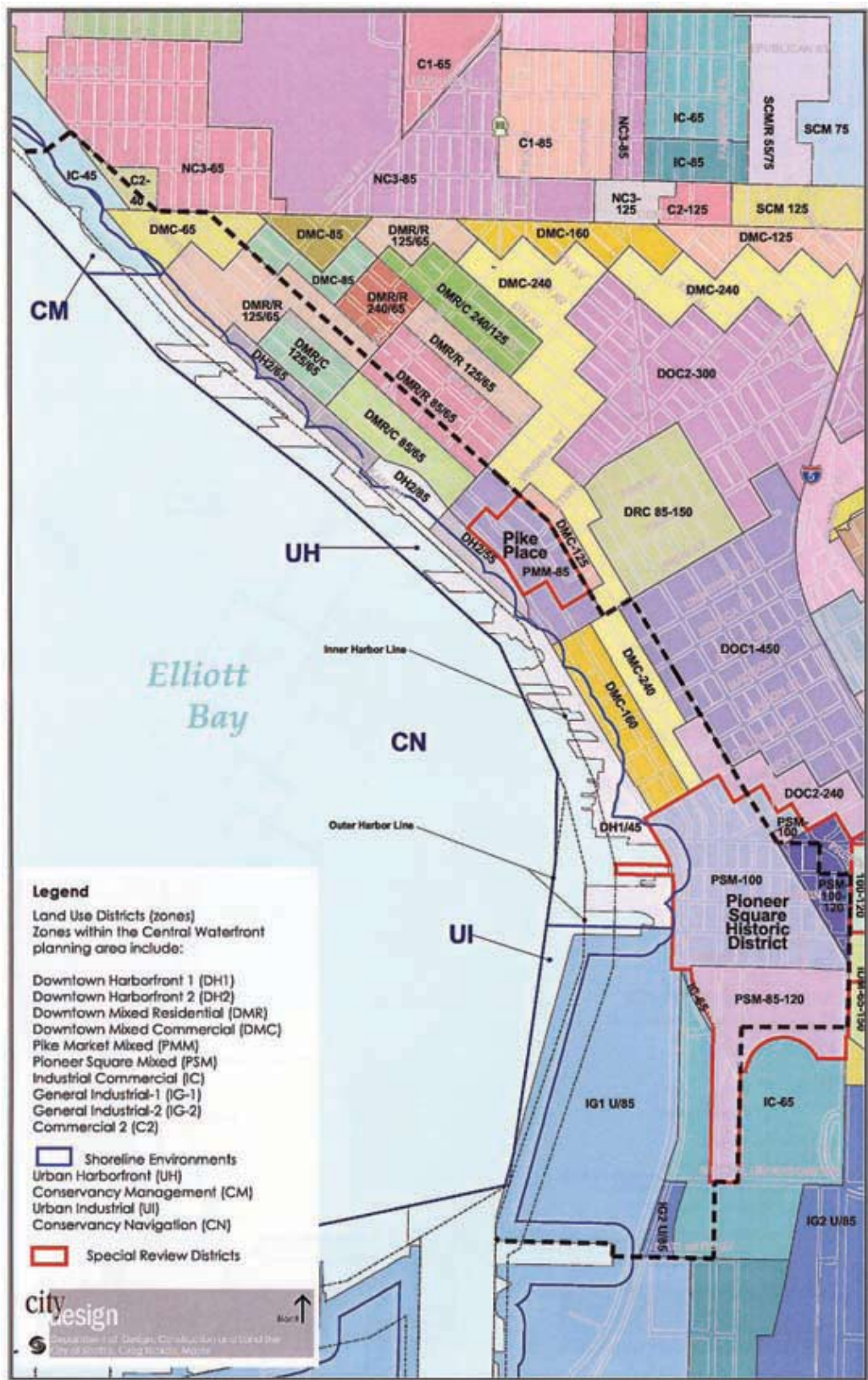
- Downtown Harborfront 1 - **DH1**
- Downtown Harborfront 2 - **DH2**
- Downtown Mixed Residential (DMR)
- Downtown Mixed Commercial (DMC)
- Pike Market Mixed (PMM)
- Pioneer Square Mixed (PSM)
- Industrial Commercial (IC)
- General Industrial-1 (IG-1)
- General Industrial-2 (IG-2)
- Commercial 2 (C2)

Zoning influences the location of future development and the types and intensity of uses likely to occur. The extent to which zoning dictates which uses will develop in an area varies by zone type. For some zones, like the Downtown Mixed Commercial (DMC) zone, provisions generally accommodate both residential and non-residential uses to the same degree, leaving the market to determine which use will be built on any given site. Other zones, like the Downtown Mixed Residential (DMR) zone, have provisions that more strongly promote a preferred use; while many uses are permitted in this zone, only residential use can be provided to the maximum limits allowed.

Other areas are subject to additional provisions that further define the type of development that can occur. These provisions act to influence market forces to promote certain public purposes, like historic preservation or maintaining waterfront properties for water dependent industries. Often, they are intended to protect existing conditions. Examples of where such zoning applies in the study area include:

1) Zones in shoreline environments that allow water dependent or water-related uses, and restrict or prohibit other uses.

### Land Use Districts and Shoreline Environments



2) Zones in the Pioneer Square Preservation District and Pike Place Market Historical District that have specific controls and uses and development standards to promote the historic character of these areas.

3) Special overlay areas, such as Stadium Transition Area Overlay District, where certain uses or conditions otherwise allowed in the base zoning are modified to achieve specific development objectives—in this case creating an improved pedestrian environment in an industrial area where, generally, this would not otherwise be promoted by the zoning.



**Zoning Influence on Development Options**

*Illustrates the degree to which permitted uses and development conditions are controlled in the various zones of the Central Waterfront planning study area.  
The range is in descending order from most restrictive to least restrictive.*

	Zones
Most restrictive; development must be approved by State agencies	DH1 area between inner and outer Harbor Line
Limited range of uses allowed; limits on size of uses; numerous provisions dictating permitted development envelope; provisions of base zoning and shoreline overlay must be addressed; zoning changes require review and approval by both City and State agencies.	DH1, IG1, IC with shoreline overlay
Site specific control of uses; prescriptive development envelope for individual projects; projects subject to special board review	PMM
Wide range of uses allowed; development envelope prescribed for individual projects; projects subject to special board review	PSM
Limited range of uses allowed, housing prohibited; maximum floor area and size limits apply to certain uses; flexible development envelope primarily only constrained by height limit and FAR density limit; no design review.	IC, IG-1
Limited range of uses allowed, housing prohibited; maximum floor area limits apply to certain uses; flexible development envelope constrained by height limit and FAR density limit; special overlay provides for more flexibility regarding range and size of uses permitted; only projects exceeding width thresholds subject to design review.	IC base zone with Stadium Transition Area Overlay
Wide range of uses allowed, but maximum development potential reserved for residential use; prescriptive building envelope uniformly applied to development exceeding specified height thresholds; projects generally subject to standard design review process	DMR/R, DMR/C
Wide range of uses allowed; moderate limitations on building envelope uniformly applied to development exceeding specified height thresholds; commercial uses subject to FAR density limit; projects generally subject to standard design review process.	DOC 2, DMC 240, DMC 160, DH2*

\*Residential use also subject to FAR limit



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**Richard Mclver**  
**Tom Rasmussen**  
**Peter Steinbrueck**

**Diane Sugimura**  
*Director*  
*Department of Planning and Development*  
**John Rahaim**  
*City Planning Director*  
*Department of Planning and Development*  
**Guillermo Romano**  
*Waterfront Project Lead*  
*Department of Planning and Development*

**Robert Scully**  
*Waterfront Project Lead*  
*Department of Planning and Development*

**Waterfront Planning Staff Team**

<b>Bob Chandler</b>	<i>Seattle Department of Transportation</i>
<b>Layne Cubell</b>	<i>Department of Planning and Development</i>
<b>David Graves</b>	<i>Department of Parks and Recreation</i>
<b>Karen Gordon</b>	<i>Department of Neighborhoods</i>
<b>John Halliday</b>	<i>Office of Intergovernmental Relations</i>
<b>Charles Heffernan</b>	<i>Fleets and Facilities Department</i>
<b>Joyce Kling</b>	<i>Seattle Department of Transportation</i>
<b>Miles Mayhew</b>	<i>Department of Planning and Development</i>
<b>Jim McDonald</b>	<i>Office of Arts and Cultural Affairs</i>
<b>Steve Moddemeyer</b>	<i>Seattle Public Utilities/ Department of Planning and Development</i>
<b>Judith Noble</b>	<i>Seattle Public Utilities</i>
<b>Steve Pearce</b>	<i>Seattle Department of Transportation</i>
<b>Guillermo Romano</b>	<i>Department of Planning and Development</i>
<b>Robert Scully</b>	<i>Department of Planning and Development</i>
<b>John Skelton</b>	<i>Department of Planning and Development</i>
<b>Kevin Stoops</b>	<i>Department of Parks and Recreation</i>
<b>Ann Sutphin</b>	<i>Seattle Department of Transportation</i>
<b>Ruri Yampolsky</b>	<i>Office of Arts and Cultural Affairs</i>

**City of Seattle Waterfront Ecology Team**

<b>John Arnesen</b>	<i>Seattle Department of Transportation</i>
<b>Richard Gelb</b>	<i>Office of Sustainability and Environment/ Department of Parks and Recreation</i>
<b>Margaret Glowacki</b>	<i>Department of Planning and Development</i>
<b>David Graves</b>	<i>Department of Parks and Recreation</i>
<b>Sandy Gurfewitz</b>	<i>Seattle Department of Transportation</i>
<b>John Halliday</b>	<i>Office of Intergovernmental Relations</i>
<b>Joyce Kling</b>	<i>Seattle Department of Transportation</i>
<b>Miles Mayhew</b>	<i>Department of Planning and Development</i>
<b>Steve Moddemeyer</b>	<i>Seattle Public Utilities/ Department of Planning and Development</i>
<b>Judith Noble</b>	<i>Seattle Public Utilities</i>

**Document Production**

<b>Liz Martini</b>	<i>Graphic Design and Layout</i>
<b>Guillermo Romano</b>	<i>Illustration</i>
<b>Robert Scully</b>	<i>Writing and Editing</i>

**Written and editorial contributions from:**

<b>Bob Chandler</b>	<b>Steve Pearce</b>
<b>Layne Cubell</b>	<b>John Rahaim</b>
<b>David Graves</b>	<b>Guillermo Romano</b>
<b>Tom Hauger</b>	<b>John Skelton</b>
<b>Charles Heffernan</b>	<b>Ann Sutphin</b>
<b>Miles Mayhew</b>	<b>Waterfront Ecology Team</b>
<b>Steve Moddemeyer</b>	

**Waterfront Partners Group**

<b>Bruce Agnew</b>	<i>Cascadia Discovery Institute</i>
<b>Sally Bagshaw</b>	<i>Allied Arts of Seattle</i>
<b>Angela Belbeck</b>	<i>Seattle Board of Park Commissioners</i>
<b>Carol Binder</b>	<i>Pike Place Market PDA</i>
<b>George Blomberg</b>	<i>Seattle Planning Commission</i>
<b>Sydney Dobson</b>	<i>Seattle Architecture Foundation</i>
<b>Ardis Dumett</b>	<i>Office of Senator Patty Murray</i>
<b>Leonard Forsman</b>	<i>Suquamish Tribe</i>
<b>Dave Gering</b>	<i>Manufacturing Industrial Council of Seattle</i>
<b>Donna Hogerhuis</b>	<i>Muckleshoot Tribe</i>
<b>Peter Hurley</b>	<i>Transportation Choices Coalition</i>
<b>Lorna Jordan</b>	<i>Lorna Jordan Studio</i>
<b>Tim King</b>	<i>Washington State Ferries/Colman Dock</i>
<b>Bea Kumasaka</b>	<i>Belltown neighborhood</i>
<b>David Levinger</b>	<i>Feet First</i>
<b>Wolfgang Loera</b>	<i>ILWU Local 19</i>
<b>Tom Madden</b>	<i>WSDOT</i>
<b>Mark Miller</b>	<i>Waterfront Landing Condominiums</i>
<b>Melinda Miller</b>	<i>Port of Seattle</i>
<b>Jim Mueller</b>	<i>J. C. Mueller LLC</i>
<b>Denny Onslow</b>	<i>Downtown Seattle Association/ Harbor Properties</i>

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<b>Barbara Swift</b>	<i>Swift &amp; Co Landscape Architecture</i>
<b>Jo Thompson</b>	<i>Pioneer Square neighborhood</i>
<b>Carol Tobin</b>	<i>Historic preservation community</i>
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Olympic  
Sculpture  
Park



Marina  
Element

Pier  
62

Fire Station  
Space / P

Colm  
Dock

Washington St.  
Boat Landing

Uplands  
of Pier 48

Stack  
Con  
to W